

Message Text

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ACTION IO-11

INFO OCT-01 AF-06 NEA-10 ISO-00 EUR-12 AGR-05 CEA-01

CIAE-00 COME-00 DODE-00 EB-07 FRB-03 H-02 INR-07

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FM AMEMBASSY NIAMEY

TO SECSTATE WASHDC 3018

INFO USMISSION USUN NEW YORK

AMEMBASSY ALGIERS

C O N F I D E N T I A L SECTION 1 OF 2 NIAMEY 0899

E.O. 11652: GDS

TAGS: PORG, PFOR, NG

SUBJ: MULTILATERAL AFFAIRS: DEPT'S REQUEST FOR MULTILATERAL
INFORMATION ON HOST GOVERNMENTS

REF: STATE 037591 NIAMEY 711

1. INS AND OUTS OF MULTILATERAL DIPLOMACY ARE QUITE WELL
UNDERSTOOD IN A POOR AND WEAK AFRICAN STATE LIKE
NIGER, WHICH EVER SINCE INDEPENDENCE HAS PURSUED ITS BASIC
INTERESTS THROUGH VACUOUS REGIONAL AND INTERNATIONAL ACTIVITIES,
WHILE LOOKING TO OAU AND UN AS PRIMARY VEHICLES FOR PROJECTING
INFLUENCE ON THE WORLD OUTSIDE. LACKING RESOURCES TO DO
MUCH MORE THAN OBSERVE THE RITUAL AND PROTOCOL OF STATE-TO-
STATE CONTACTS, MUCH OF NIGER'S FOREIGN POLICY IS CONDUCTED
THROUGH PARTICIPATION IN SOME WIDER MULTILATERAL FRAMEWORK.
MEMBERSHIP IN VARIOUS WEST AFRICAN REGIONAL ORGANIZATIONS, AS WELL
AS OAU, FORM INTEGRAL PART OF GON BILATERAL TIES WITH
INDIVIDUAL AFRICAN COUNTRIES. IN PRACTICE IT IS OFTEN
DIFFICULT TO SEPARATE BILATERAL FROM MULTILATERAL CONCERNS.

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2. OUTSIDE AFRICA AS WELL, MUCH OF NIGER'S DIPLOMACY HAS A STRONG MULTILATERAL EMPHASIS, EVEN THOUGH RESOURCES, INFORMATION, AND STAFFING BROUGHT TO BEAR IN SUCH EFFORTS AT UN AND ELSEWHERE SEEM MODEST BY OUR STANDARDS. NIGER'S DEALINGS WITH US AND WESTERN EUROPEAN COUNTRIES ARE BASICALLY IN CONTEXT OF DONOR-RECIPIENT RELATIONS AND ASSISTANCE IS PROVIDED IN BILATERAL FORM. BUT WHOLE PROCESS IS CHARACTERIZED BY JOINT APPROACHES AND STRONG EMPHASIS ON COORDINATION, OFTEN, WITH SOME INTERNATIONAL ORGANIZATION SUCH AS EEC, OECD OR UNDP PLAYING A MAJOR ROLE.

3. FOR OUR PART, WE ARE NUTURING AND ENCOURAGING NIGER'S TENDENCY TO THINK IN REGIONAL OR WIDER MULTILATERAL TERMS. OUR LONG TERM AID STRATEGY HERE ENVISAGES THE PROMOTION OF REGIONAL RECIPIENT ORGANIZATION LIKE CILSS, OMVS, LCBC, AND NIGER RIVER COMMISSION AS WELL AS INCREASED COORDINATION OF MULTILATERAL DONOR EFFORTS UNDER UMBRELLA ORGANIZATIONS LIKE OECD, WORLD BANK, CLUB DES AMIS DU SAHEL, IDA, ETC. PARADOXICALLY UN VOTING ISSUES ARE AMONG THE RELATIVELY FEW MATTERS ON WHICH WE DO BUSINESS WITH NIGER IN A CLASSICAL BILATERAL STYLE - I.E. WHERE WE APPROACH NIGER ON A ONE-TO-ONE BASIS (ALL TOO OFTEN WITHOUT VISIBLE SUPPORT FROM OUR ALLIES OR COUNTRY INVOLVED IN ISSUE) AND STRESS IMPORTANCE OF DIRECT, US-GON TIES WHILE UNDERLINING TO A GOVERNMENT MORE AND MORE ACCUSTOMED TO SEEING OUR POLICIES AND ASSISTANCE AS PART OF A MULTILATERAL EFFORT, THAT WE REGARD COOPERATION AS A "TWO WAY" STREET.

4. NIGER'S MAIN INTEREST IN UN IS IN BROAD RANGE OF DECOLONIZATION ISSUES WITH PRIMARY FOCUS ON SOUTHERN AFRICAN PROBLEMS. IN EYES OF GON KEY PRINCIPLE IS SELF-DETERMINATION. MANY OF THE ITEMS TO WHICH WE ATTACH KEY IMPORTANCE -- KOREA, PUERTO RICO, GUAM AND TO A CERTAIN EXTENT MIDDLE EAST -- ARE NOT OF DIRECT CONCERN TO NIGER. BUT SUCH ISSUES HOLD INTEREST BECAUSE OF THEIR SYMBOLISM IN AFRICA AND AS THEY PERTAIN TO REINFORCING AND EXPANDING CONCEPT OF SELF-DETERMINATION. SOMETIMES NIGER'S CONCERN WITH SELF-DETERMINATION WORKS TO OUR ADVANTAGE. ONE OF THE CHIEF REASONS GON ABSTAINED ON KOREAN RESOLUTIONS AT LAST UNGA WAS THAT HOSTILE RESOLUTION WOULD HAVE KEPT SOUTH KOREA OUT OF PROPOSED TALKS GUARANTEEING ARMISTICE ARRANGEMENTS, THUS VIOLATING IN NIGER'S EYES RIGHTS

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OF SOUTH KOREAN PEOPLE.

5. CONCERN FOR SELF-DETERMINATION IS ALSO A CONVENIENT TOUCHSTONE FOR GON IN DECIDING WHAT POSITION TO TAKE IN CASES, PERHAPS INCREASINGLY COMMON, WHERE THERE IS A DIVISION AMONG AFRICANS THEMSELVES. NIGER HAS RECENTLY COME UNDER HEAVY PRESSURE FROM BOTH SIDES OF SPANISH SAHARA ISSUE AND HAS FOUND A COMFORTABLE POSTURE FALLING SHORT OF ENDORSING EITHER THE

MAURITANIAN/MOROCCAN OR THE ALGERIAN POSITION BY REMINDING ALL SIDES
THAT THE UN AND OAU SHOULD CONTINUE TO PLAY A
ROLE AND THAT CONTINUATION OF DISPUTE MAKES IT LESS LIKELY
THAT PRINCIPLE OF SELF-DETERMINATION CAN BE APPLIED.

6. MORE SPECIFIC GON INTERESTS IN UN INCLUDE THE FOLLOWING:

(1) USING UN AS A FORUM FOR VOICING CONCERNS AND
INTEREST OF DEVELOPING COUNTRIES ESPECIALLY THOSE OF THE
4TH WORLD OF WHICH NIGER IS A CHARTER MEMBER.

(2) MAINTAINING ACCESS TO UNDP TECHNICAL ASSISTANCE AND
DEVELOPMENT FUNDS WHICH HAVE BEEN PARTICULARLY SUCCESSFUL IN
NIGER.

(3) GETTING A SEAT ON SECURITY COUNCIL IN 1978.

(4) OBTAINING REPRESENTATION ON THE UNESCO EXECUTIVE
COUNCIL TO BE ELECTED IN NAIROBI IN MAY.

7. IF ANY COUNTRY HAS INFLUENCE ON NIGER'S VOTE IN THE UN
IT IS PROBABLY ALGERIA. THIS SEEMS LESS DUE TO IDEOLOGICAL
OR RELIGIOUS AFFILIATIONS THAN TO ALGERIA'S REGIONAL IMPORTANCE,
ITS VALUE AS A COUNTERWEIGHT TO LIBYA -- ABOUT WHOSE POLICIES
AND POSSIBLE TERRITORIAL AMBITIONS GON IS MISTRUSTFUL --
PLUS DIRECT AID OR AGREE TO ECONOMIC ASSISTANCE FROM OTHER ARABS
WHICH ALGERIA CAN PROVIDE. KEEPING PN STZPMO#BY THE REST OF
AFRICA IS ALSO, OF COURSE, AN IMPORTANT CONSIDERATION.
AMONG BLACK AFRICANS NIGERIA HAS RELATIVELY MORE CLOUT IN
NIGER THAN OTHERSFRANCE SELDOM PUSHES HARD ON MULTILATERAL
QUESTIONS.

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NOTE BY OC/T: PARA 7 (#) AS RECEIVED.

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ACTION IO-11

INFO OCT-01 AF-06 NEA-10 ISO-00 EUR-12 AGR-05 CEA-01

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C O N F I D E N T I A L SECTION 2 OF 2 NIAMEY 0899

8. NIGER'S DELEGATES ARE SELDOM FULLY INSTRUCTED AT INTERNATIONAL MEETINGS AND TYPICALLY HAVE A LOT OF TACTICAL LEEWAY. KOREA AT LAST UNGA WAS MAJOR EXCEPTION SINCE THERE SEEM TO HAVE BEEN CLEAR MARCHING ORDERS ON BOTH SUBSTANTIVE AND PROCEDURAL ISSUES. THE FOREIGN MINISTRY OFTEN KEEPS CONTACT BY TELECON WITH ITS DELEGATION AT KEY INTERNATIONAL MEETINGS BUT WE DOUBT THAT REPORTS REPORTED IN THIS MANNER ARE VERY HELPFUL IN ANTICIPATING ISSUES OR FRAMING DAY TO DAY INSTRUCTIONS.

9. GON REPS AT INTERNATIONAL MEETINGS DO NOT HAVE INDEPENDENT POLITICAL POWER. THE FOREGOING TRY AND PRESIDENT CAN EASILY CONTROL ANY DELEGATE IF THEY WISH TO DO SO.

10. WE HAVE GOOD ACCESS TO PRESIDENT AND FOREIGN MINISTER AND OTHER OFFICIALS ON MULTIALTERAL AND OTHER ISSUES. AS TO ACCEPTING LINKAGE BETWEEN "BILATERAL" (WHICH IN CONTEXT OF NIGER MEANS ECONOMIC ASSISTANCE) AND MULTILATERAL RELATIONS, GON LEADERSHIP IS PRACTICAL AND REALISTIC. IT HAS LITTLE TROUBLE, AT LEAST INTELLECTUALLY, APPRECIATING THE INTERACTION
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BETWEEN THE TWO. AT THE SAME TIME HOWEVER, OUR DIALOGUE WITH THE GON ON MULTILATERAL ISSUES IS FAR LESS EXTENSIVE THAN THAT ON ASSISTANCE MATTERS WHICH TAKES PLACE ON AN ALMOST DAILY BASIS HERE, IN WASHINGTON, OR ELSEWHERE. THUS, ON ISSUES REMOTE TO ITS INTERESTS (BUT SOMETIMES NOT TO OURS) NIGER CAN AND DOES GO ALONG WITH AFRICAN MAJORITY, OUT OF IGNORANCE, INERTIA, OR DESIRE TO MAINTAIN ITS AFRICAN/ THIRD WORLD CREDENTIALS AND IN THIS CONTEXT THE GON DOES

NOT ALWAYS PERCEIVE A DIRECT CONNECTION BETWEEN A VOTE IN
THE UN AND ITS OVERALL RELATIONS WITH THE US.

11. EXCEPT FOR CANDIDACIES THE GON DOES NOT TAKE INITIATIVE
IN CONTACTING US TO DISCUSS ISSUES, PRIORITIES OR APPROACHES
IN INTERNATIONAL ORGANIZATIONS. HECK

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